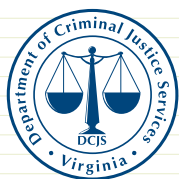




Commonwealth of Virginia

Department of Criminal Justice Services Overview 2008–2009



www.dcjs.virginia.gov

Table of Contents

Greetings from the Director	page 1
--	---------------

Agency Overview

What DCJS Does	page 2
----------------------	--------

Organization and Budget	page 3
-------------------------------	--------

Planning, Training and Research

Statewide Criminal Justice Plan.....	page 4
--------------------------------------	--------

Model Policies and Criminal Justice Resource Materials.....	page 4
---	--------

Research and Evaluation	page 5
-------------------------------	--------

Blueprints for Change: Criminal Justice Policy in Virginia.....	page 5
---	--------

Training and Conferences.....	page 6
-------------------------------	--------

Grants Management

Grants.....	page 8
-------------	--------

Grant Monitoring	page 10
------------------------	---------

Other Financial Assistance.....	page 11
---------------------------------	---------

Criminal Justice Programs

Programs	page 12
----------------	---------

Technical Assistance.....	page 13
---------------------------	---------

Regulation, Certification and Accreditation	page 14
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Greetings from the Director

Dear Criminal Justice Stakeholder and Partner:

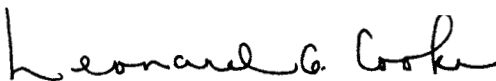
This report was produced to communicate to our varied constituencies the full scope of the responsibilities and activities of the Department of Criminal Justice Services (DCJS). Our responsibilities touch virtually all aspects of the criminal justice system, as well as social and mental health services, schools and private security businesses.

We know that many people know DCJS through their contact with the agency on a limited range of subjects or issues. A law enforcement officer, for example, is probably aware of the need to meet training requirements set by DCJS, but may not know that DCJS provides training for law enforcement officers, prosecutors and others in the investigation and prosecution of cases of child abuse. A volunteer in a local Court Appointed Special Advocate (CASA) program may know that DCJS-issued regulations govern the operation of the program and the type of training volunteers must have, but not be aware that a grant from DCJS helps to support the program. We believe there is value in giving criminal justice and public safety professionals a more comprehensive look at what DCJS does.

This report contains information and data about our policy, planning and research capabilities that are available to the criminal justice community; the grants and financial assistance we distribute throughout the state; the programs and technical assistance we provide to help state, local, and nonprofit entities; the training we offer; and our regulatory operations. We hope it will give readers a more comprehensive picture of the capacity of DCJS to improve and promote criminal justice services in the Commonwealth, and even lead you to reach out to parts of DCJS or services we provide that may further benefit your operations, programs and interests.

This report is a work in progress, which we plan to revise and update from time to time. So, as you review the document, I encourage you to let us know if there are parts of it that could be expanded or modified to make it more useful to you and other criminal justice partners. You will find contact information in each section of the report if you would like to offer comments or suggestions.

Sincerely,



Leonard G. Cooke

Director



Leonard G. Cooke

Agency Overview

Agency Mission

The mission of the Department of Criminal Justice Services is to improve and promote public safety in the Commonwealth.

What DCJS Does

The Department of Criminal Justice Services:

- conducts research and evaluation on criminal justice issues;
- develops short and long-term criminal justice plans;
- distributes federal and state funding to localities, state agencies and nonprofit organizations in the areas of law enforcement, prosecution, crime and delinquency prevention, juvenile justice, victims services, corrections and information systems;
- provides training, technical assistance and program development services to all segments of the criminal justice system;
- establishes and enforces minimum training standards for law enforcement, criminal justice and private security personnel; and
- licenses and regulates the private security industry in Virginia.

The agency's primary constituents are local and state criminal justice agencies and practitioners, private agencies, private security practitioners and businesses, and the public-at-large. Other constituents include local governments and state agencies, the federal government and advocacy groups/associations.

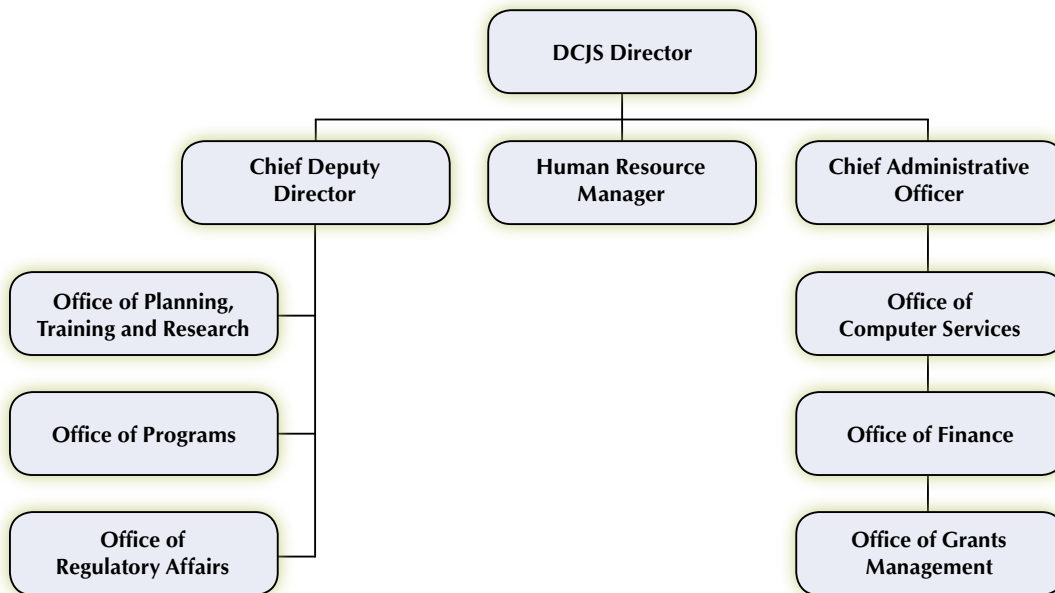
The Department is unique in state government because of its system-wide perspective on criminal justice. While it directs programs and services to each component of the system, it has an overarching responsibility to view the system as a whole, to understand how changes in one part of criminal justice will affect other parts, and to work to assure that plans and programs are comprehensive.

The Department of Criminal Justice Services is one of thirteen agencies within the Secretariat of Public Safety. The Criminal Justice Services Board is the Department's policy board. It is comprised of representatives from all aspects of the criminal justice system on both state and local levels of government, and most of its members are appointed by the Governor.

Agency Overview *(continued)*

Organization and Budget

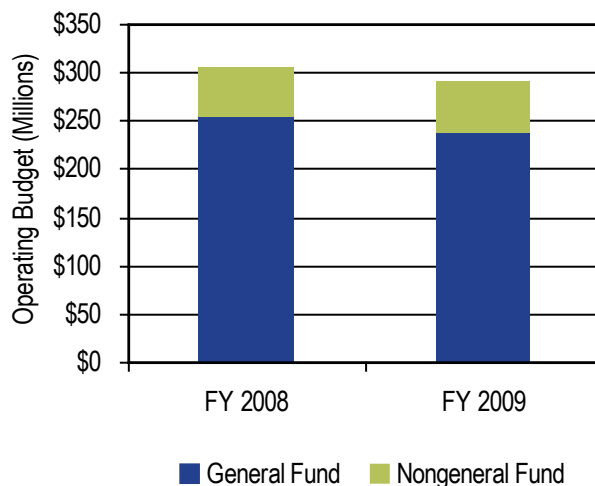
DCJS Organization*



**In January 2009, DCJS significantly restructured the organization from a programmatic structure to a functional structure. The chart depicted here describes the restructured organization; however, 2008 activities described in this report occurred prior to the restructuring.*

The DCJS Budget

- In FY 2009 State General Funds represented 81% of the agency's budget.
- About 96% of DCJS's annual total budget is distributed as grants and other financial assistance to criminal justice agencies and organizations.



Planning, Training and Research

DCJS researches a wide range of criminal justice issues, and develops model policies or sample directives and research papers to support and guide state and local agencies in carrying out criminal justice initiatives and operations.

INFORMATION:

Statewide Criminal Justice Plan

More detailed information about the criminal justice planning process and associated data and materials are available at www.dcjs.virginia.gov/ppr/cjplan.cfm?menuLevel=12.

DCJS's Environmental Scan Report received the Philip Hoke Award for "outstanding efforts in applying empirical analysis to criminal justice policymaking in the states" at the 2008 Bureau of Justice Statistics/Justice Research and Statistics Association National Conference.

INFORMATION:

Model Policies and Criminal Justice Resource Materials

Information about these and other sample directives for law-enforcement agencies can be found on the DCJS website, at www.dcjs.virginia.gov/cple/sampleDirectives/?menuLevel=5&mID=13.

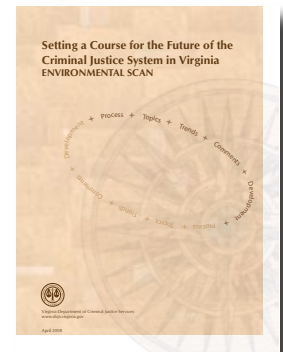
Statewide Criminal Justice Plan

DCJS has begun a major, long-term planning initiative, the Statewide Criminal Justice Plan. The Plan will identify priorities and guide policies for improving criminal justice and enhancing public safety across Virginia.

DCJS conducted an "Environmental Scan" to identify important topics and issues confronting Virginia's criminal justice system. Focus groups with people from throughout the criminal justice system and related professions were conducted across Virginia to obtain local perspectives about issues confronting the system. A state-level focus group was also conducted with members of state government criminal justice and related agencies. The topics and issues identified by these groups were researched by DCJS to identify how these issues are perceived nationally and in other states, and to identify current Virginia efforts and initiatives addressing these topics.

The Environmental Scan identified 21 key criminal justice issues requiring attention. These issues make up the Commonwealth's Criminal Justice Plan and will create a framework for short and long range decision-making, establish a foundation for more detailed analysis and planning, and promote criminal justice system improvements. The 21 key issues are:

- Collaboration and Coordination
- Information Sharing
- Technology
- Diverting Non-Violent Offenders from Jail and Prison
- Prisoner Reentry
- Recruitment and Retention
- Multidisciplinary Training
- Standardized Training & Testing for Law Enforcement
- Juvenile Delinquency and Crime Prevention
- Improving the Juvenile Justice System
- Preventing Crime
- Gangs
- Security at School and College Campuses
- Domestic Preparedness
- Mental Health
- Impact of Substance Abuse
- Substance Abuse Prevention and Rehabilitation
- Equality and Consistency
- Immigration
- Victims of Crime
- Public Awareness



Model Policies and Criminal Justice Resource Materials

To assist law enforcement agencies across the state, DCJS has developed model policies and directives on various administrative and operational topics. Among them are policies to address racial profiling, disproportionate minority contact, documenting the chain of evidence, and providing services to crime victims. DCJS also provides resource materials and data to criminal justice partners on an ad-hoc basis as requested.

Planning, Training and Research *(continued)*

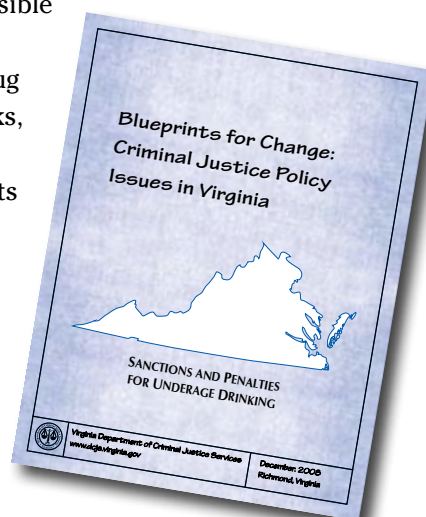
Research and Evaluation

DCJS research staff analyzes and reports on criminal justice trends in Virginia, and uses this information to support planning, policy and budget decisions at the state and local levels. Examples of these activities include:

- Crime, arrest and system trends analysis – DCJS continuously gathers, analyzes and interprets crime, arrest and other criminal justice–related data to inform government officials and criminal justice practitioners about crime issues.
- Local responsible offender forecast – DCJS develops a forecast of the population of jail inmates who are the responsibility of local governments. This projection, developed with other public safety agencies, helps government officials plan for future jail construction.
- “599” Funds – DCJS analyzes population, crime and other trends across the state to calculate allocations of state funds to local police departments (the “599” funds). In FY 2008 and FY 2009, these funds totaled more than \$200 million annually.
- School safety survey – DCJS regularly surveys 2,000+ public schools to determine their level of security and emergency preparedness, as part of the School Safety Audit Program.
- Evaluations – DCJS periodically evaluates criminal justice programs to determine if they are achieving their goals. Programs evaluated include offender reentry programs, programs to reduce juvenile offending, and programs aimed at reducing violent crime.
- Three-year juvenile justice plan – DCJS annually develops and submits this plan to the federal Office of Juvenile Justice and Delinquency Prevention. It includes data from various sources and descriptions of departments and agencies involved in the juvenile justice system in Virginia.

Blueprints For Change: Criminal Justice Policy Issues in Virginia

DCJS hosts Blueprints for Change forums, in which policy makers and practitioners explore specific, current issues and identify possible solutions. Recent topics have included Mental Health Issues in Jails and Detention Centers, Drug Enforcement, Data Mining and Regional Networks, Underage Drinking, and Law Enforcement Accreditation. More information about Blueprints for Change is available at www.dcjs.virginia.gov/blueprints. Future Blueprints topical areas will be guided by the Criminal Justice Plan and emerging challenges and trends included in the plan.



INFORMATION:

Research and Evaluation

More information about these research activities, and others, can be found on the DCJS website, at www.dcjs.virginia.gov/research/?menuLevel=5.

INFORMATION:

Planning, Training and Research Activities

For further information about DCJS's planning, training and research activities, or to provide comments about the content of this section of the report, contact Gayle Turner, Director of the Office of Planning, Training and Research, at gayle.turner@dcjs.virginia.gov or at 804-786-8730.

Planning, Training and Research *(continued)*

Training

DCJS provides various types of training to law enforcement, correctional, juvenile justice, court and private security personnel across the state. These services are provided at training academies, at state and regional conferences, and on site. Examples include:

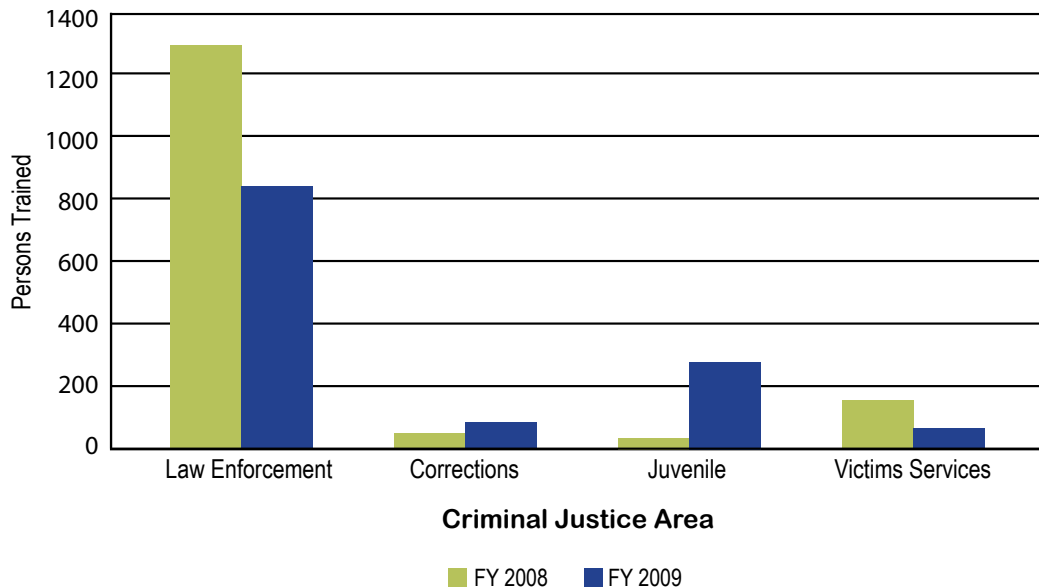
- Basic skills training for community-based probation and pretrial services employees.
- School Resource Officer Basic Training.
- Training in forensic interviewing of young children and preparation for court, and training in interviewing and interrogating suspected perpetrators of child abuse.
- Case studies training for volunteers in local Court-Appointed Special Advocate (CASA) programs.
- Training for victims' services providers, including the annual Virginia Victim Assistance Academy.
- Training for first responders and public safety personnel in handling situations involving persons with Alzheimer Disease.
- Training in Threat Assessments for Large Facilities.
- Active Shooter Instructor Training.
- Incident Command System (ICS) Train-the-Trainer Course.
- Entry-Level Compliance Agent Training for private security services personnel.

Depending on the subject being taught and the audience involved, DCJS staff may provide the training, arrange for and coordinate the delivery of training by others, or provide "train the trainer" instruction.

Planning, Training and Research *(continued)*

The chart below indicates the approximate number of personnel trained by DCJS in FY 2008 and FY 2009 in major criminal justice areas.

**Personnel Trained by DCJS Supported Training
By Criminal Justice Area, FY 2008 and FY 2009**



Conferences

DCJS provides, sponsors, or co-sponsors numerous training and conference events to the criminal justice community. In recent years, these have included:

- Annual *Making A Difference in Juvenile Justice* conference for juvenile justice system and delinquency prevention practitioners, judges, legislators and policy makers.
- *Improving the Investigation and Prosecution of Child Abuse*, multidisciplinary conferences for law enforcement officers, prosecutors and others.
- *Court-Appointed Special Advocate* annual conference.
- Annual *Youth Alcohol Drug Abuse Prevention Project*.
- Annual *School and Campus Safety Training Forum*.
- *Crisis Intervention Team Statewide Coalition Meeting*, for law enforcement and mental health practitioners.
- *Conference on Disproportionate Minority Contact within the Juvenile Justice System* (in collaboration with Virginia State University).
- Prevention and Deterrence of Terrorist Acts.
- *Blueprints for Change: Criminal Justice Policy Issues in Virginia*.

Grants Management

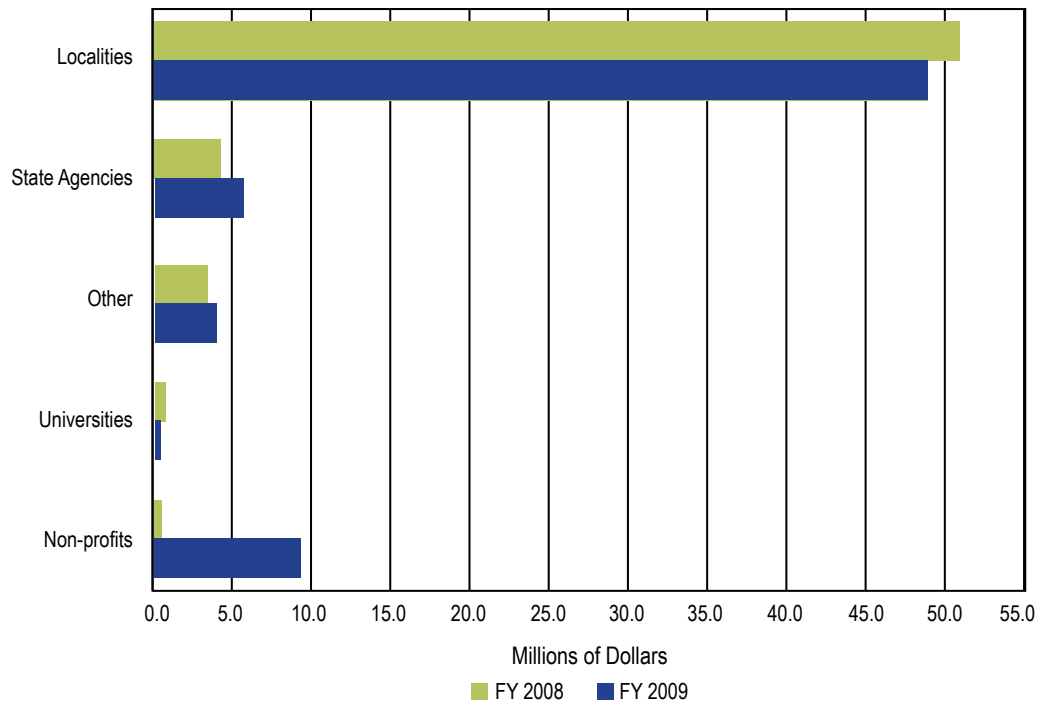
Grants

DCJS awards grants of federal and state funds to agencies and organizations throughout Virginia. In most cases, the purposes for which the funds may be used are specified by the source of the funds. In other cases, such as the federal Justice Assistance Grant Program, the funds are awarded competitively and may be used for a wide variety of criminal justice-related purposes.

For all grants, DCJS staff posts announcements about which grants are available and issues guidelines that informs applicants on how to apply for grants and appropriate use of grant funds. The staff also reviews the grant applications submitted to DCJS and makes recommendations to the Criminal Justice Services Board, which approves or disapproves grants.

In FY 2008 and FY 2009 combined, DCJS awarded 1,720 grants of state and federal funds to state, local and other entities across the state. A total of \$48.9 million in federal funds, and \$76.3 million in state general and nongeneral funds, were awarded to local units of government (cities, counties and towns), state agencies, nonprofit organizations, universities and other organizations. As shown in the chart below, the majority of the grant funds awarded by DCJS went to Virginia localities.

**Grant Dollars Awarded by DCJS
By Recipient Type, FY 2008 and FY 2009**



INFORMATION:

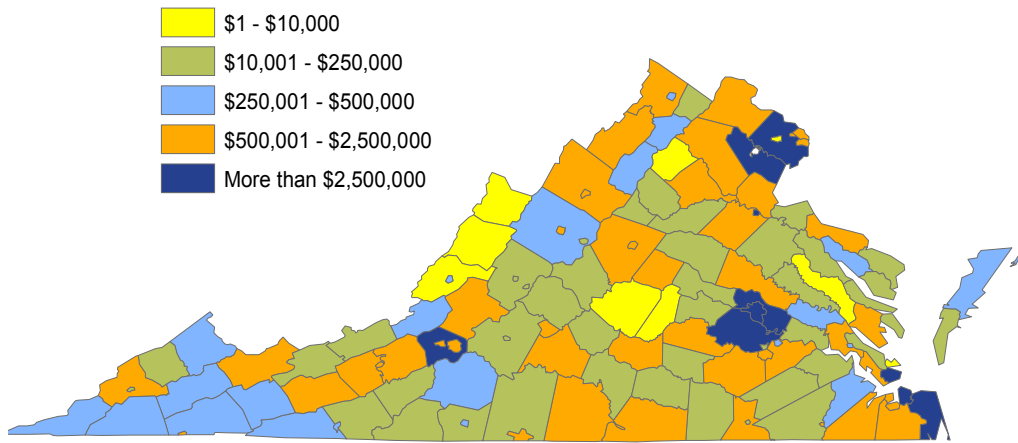
Grants

Details on the various grant programs offered by DCJS can be found on the DCJS website at www.dcjs.virginia.gov/grants/directory.cfm.

Grants Management *(continued)*

The map below illustrates the amounts of grant funding received by cities and counties in FY 2008 and FY 2009 combined.

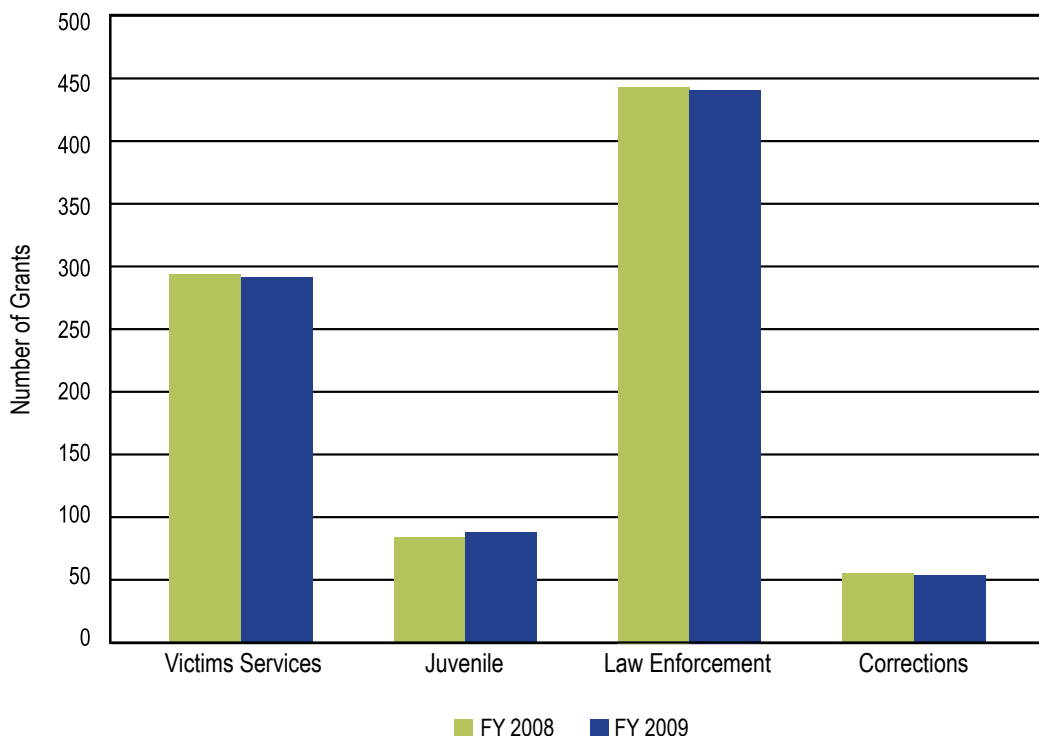
FY 08 and FY 09 Distribution of Grant Funds



Funded Programs and Activities

Grant funds are awarded by DCJS to support various types of criminal justice activities. The four major areas funded are law enforcement, services for crime victims, services for juveniles, and corrections. The following charts indicate the total number of grants, and the total amount of grant dollars, awarded in each of these areas in FY 2008 and FY 2009.

Number of Grants Awarded by DCJS By Criminal Justice Area, FY 2008 and FY 2009



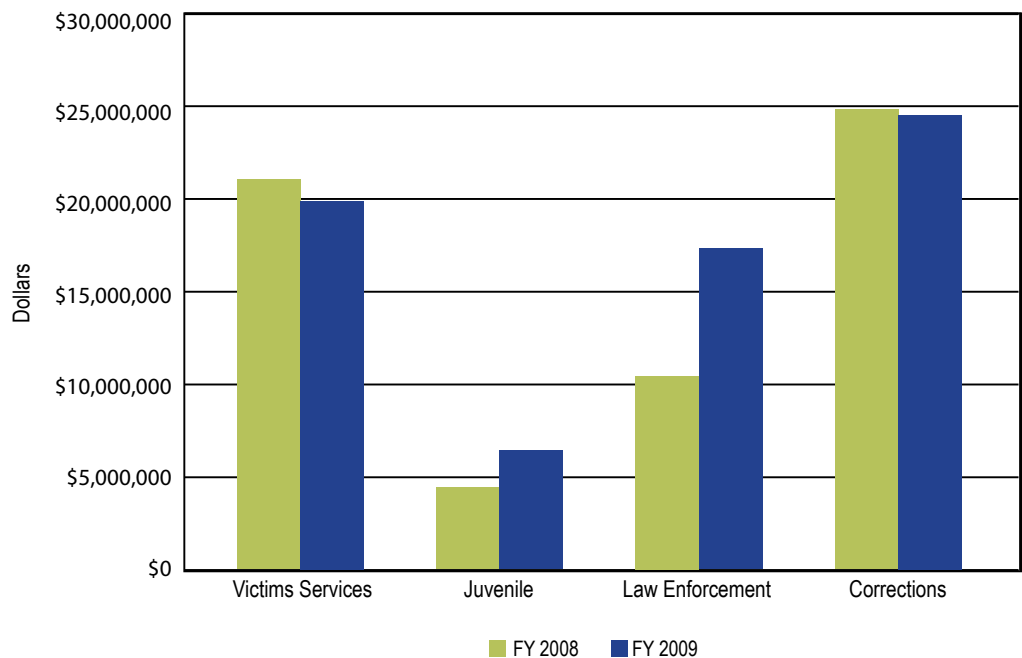
Grants Management *(continued)*

INFORMATION:

Grants

Details on the various grant programs offered by DCJS can be found on the DCJS website at www.dcjs.virginia.gov/grants/directory.cfm.

**Dollar Amount of Grants Distributed by DCJS
By Criminal Justice Area, FY 2008 and FY 2009**



Grant Monitoring

Grant monitoring consists of reviewing a grant-funded project's implementation, activities, performance and expenditures to determine if it is operating as proposed in the approved grant application and in accordance with conditions attached to the grant. DCJS also reviews compliance with regulatory requirements, and identifies any technical assistance needs the grant recipient may have. Monitoring may include review of the fiscal and programmatic aspects of a grant-funded project. DCJS staff monitors grants via site visits, telephone contacts, and regional meetings of grant recipients. Grant monitors also periodically meet informally with grant program directors and staff, during site visits and at meetings and conferences. While not strictly "monitoring activities", these meetings provide for an exchange of ideas and information, and help grant monitors understand how individual programs relate to other local criminal justice activities and initiatives. They also give DCJS staff opportunities to provide technical assistance to grantees.

DCJS also employs a "risk-based" monitoring strategy that uses indicators to assess the relative risk that a grantee will fail to carry out the administrative requirements and programmatic activities contained in the grant award. Risk factors include a past history of poor performance managing grant programs; financial instability; inadequate management systems and inability to meet past reporting requirements; and failure to comply with terms and conditions of prior sub-awards

DCJS has an automated, online Grants Management Information System that allows grantees to access their grants to gather information, report grant status and request changes to their grant.

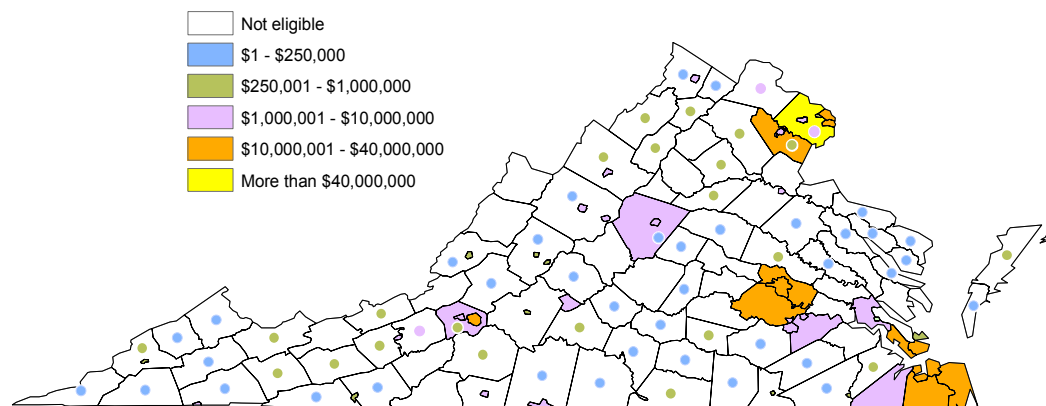
Other Financial Assistance

Aid to Localities with Police Departments

In addition to providing grant funds to localities, DCJS distributes funds to localities and criminal justice agencies through non-grant programs. The largest of these is the “599” fund, which provides financial assistance to eligible localities with police departments. DCJS calculates the amounts for each eligible locality using a distribution formula that includes crime rates, population, population density and welfare caseloads. The amount of funding DCJS calculates for each locality changes annually, based on the size of the “599” appropriation from the General Assembly and the values contained in the “599” distribution formula.

“599” funds are distributed to 176 localities: 41 independent cities, nine counties, and 126 towns with eligible police departments. For FY 2008 and FY 2009 combined, DCJS distributed \$402,297,803 in “599” funds. The map below displays the combined FY 2008 and FY2009 “599” distributions. In the map, individual town funds are included within the county in which they are located.

FY 2008 and 2009 Distribution of 599 Funds



Dots indicate 599 funds distributed to an eligible town (or towns) within the county.

Dot location on the map does not represent the geographic location of the eligible town (or towns) within the county.

Forfeited Asset Sharing Program

Since 1991, DCJS has administered the Asset Seizure and Forfeiture Program defined in Virginia law under §19.2-386.1-14. DCJS receives the proceeds from property and other assets seized in connection with illegal drug-related convictions, and distributes the funds from the forfeited assets back to the local prosecutors and law enforcement agencies that participated in the case. DCJS provides training to localities in asset forfeiture procedures, and conducts audits of the process. Since its inception, DCJS has processed and returned to localities nearly \$50 million.

INFORMATION:

Grants Management

For further information about DCJS's financial assistance and grant activities, or to provide comments about the content of this section of the report, contact John Colligan, Director of the Office of Administration, at john.colligan@dcjs.virginia.gov at 804-786-4961.

Criminal Justice Programs

Programs

DCJS works with many different elements of the criminal justice system to develop programs to improve planning, operations and service delivery throughout the system. Although these programs may cover almost any aspect of the criminal justice system, they generally fall into one of four major topic areas: law enforcement, services to crime victims, services to juveniles, and corrections.

In *law enforcement services*, DCJS operates the Certified Crime Prevention Community program and the Crime Prevention Specialist program, both of which promote crime prevention principals and practices in communities. Currently there are 14 Certified Crime Prevention Communities in Virginia. We also assist the law enforcement community and the private security industry by providing information and resources to help them prevent, prepare for, and respond to a terrorist attack, natural disaster or other catastrophic emergency.

In *juvenile services*, DCJS assists local jurisdictions improve the investigation, prosecution and judicial and administrative handling of child abuse cases. We administer funds for and regulate the Court-Appointed Special Advocate programs that provide trained volunteers to speak for abused and neglected children who are the subjects of juvenile court proceedings, as well as provide funding and policy analysis to improve juvenile justice and delinquency prevention in the Commonwealth.

In *victims services*, DCJS facilitates development, coordination and funding of local and statewide victim/witness programs, local and statewide sexual assault crisis centers, as well as programs that combat violence against women, including the V-STOP grant program and the Virginia Domestic Violence Victim Fund. DCJS offers services, training, and resources to victim service providers, law enforcement officials, allied professionals, prosecutors, and other local government officials.

In *correctional services*, DCJS is involved with a range of issues affecting state and federal prisons, local and regional jails, state probation and parole and local probation. We assist community-based corrections programs and pretrial services programs, as well as diverse correctional programs and services—public and private, including the Comprehensive Community Corrections Act for Local Responsible Offenders the Pretrial Services Act, and Offender Re-Entry and Transition Services.

Evidence-Based Practices. Many programs and approaches to criminal justice have been developed over the decades, but there have been few comprehensive assessments of their long-term effectiveness. Evidence-Based Practice is the application of science to operational practice for services and programs in the field of criminal justice. This includes the use of “model programs” which have been evaluated and shown effective and can be replicated at multiple sites. And, while some particular program models have shown evidence of effectiveness, just as important is an effort to introduce evidence-based practices to established programs. These practices (e.g., motivational interviewing; use of validated risk /needs assessment; focus of services on high-risk offenders/reduction of services to low-risk offenders) can assist programs to become more effective in reducing criminal behavior and recidivism. The goal in Virginia is to use practices that have been empirically tested and shown to be effective in enhancing public safety.



INFORMATION:

Evidence-Based Practices

Information about some of the model programs identified can be found on the DCJS website, at www.dcjs.virginia.gov/juvenile/jjdp/modelPrograms.cfm?menuLevel=5&mID=11, and at www.dcjs.virginia.gov/corrections/ebp/?menuLevel=5&mID=14/.

Criminal Justice Programs *(continued)*

DCJS works to identify evidence-based practices and model programs, and to make information about these practices and programs available to the criminal justice and juvenile justice communities. This includes programs that have demonstrated their effectiveness in reducing recidivism, preventing violence, reducing school violence, and evidence-based practices that can strengthen existing programs and improve their impact.

Technical Assistance

DCJS also provides numerous types of technical assistance to localities and agencies. These activities can include program development advice, training, and assistance in developing tools to aid programs in accomplishing their mission. The major types of technical assistance provided by DCJS are:

- Operating a local Pretrial and Community Corrections Case Management System to help local pretrial services programs and community corrections programs monitor offenders. The automated system assists with pretrial screening, collecting offender information, pretrial intake and supervision, community corrections intake and supervision, and case tracking.
- Developing the Virginia Pretrial Risk Assessment Instrument to help pretrial services agencies make recommendations to judges and magistrates about detain/release decisions. It helps to identify a defendant's level of risk of failure (be rearrested or fail to appear as required in court) if released pending trial.
- Improving local responses to cases of child abuse. DCJS conducts local work sessions to improve skills, encourage teamwork, and strengthen interagency communication and coordination. Work sessions with local core agencies develop written protocols and interagency agreements to improve case investigation, prosecution and handling of child abuse cases.
- Assisting local Court-Appointed Special Advocate (CASA) programs throughout Virginia by providing training, and by providing technical assistance to maintain a CASA program management database.
- Providing, upon request, law enforcement agencies with impartial reviews and recommendations concerning management issues, or on the overall management practices of the agencies.
- Assisting law enforcement with policy development and training initiatives to help agencies eliminate or reduce bias-based policing practices.
- Operating a toll-free statewide Virginia Crime Victim Assistance INFO- LINE. The telephone service provides crime victims with information and referral services, informs victims of their rights under the *Crime Victim and Witness Rights Act*, and provides crisis intervention services.
- Providing local agencies with technical assistance in evaluating and purchasing automated information systems for records management, computer-aided dispatch, information sharing, and crime reporting.

INFORMATION:

Programs & Technical Assistance

For further information about DCJS's programs and technical assistance or to provide comments about the content of this section of the report, contact Fran Ecker, Director of the Office of Programs at fran.ecker@dcjs.virginia.gov at 804-786-3967.

Regulation, Certification and Accreditation

Regulation, Certification and Accreditation

DCJS regulates, certifies and accredits many public and private safety personnel. Public safety personnel include law enforcement officers, correctional personnel, jailors, dispatchers, court security personnel, and special conservators of the peace. Private safety personnel include private security officers, locksmiths, bail bondsman/enforcement agents, armored car operators, electronic security personnel and security/detector canine personnel.

Regulatory activities focused on public activities include:

- Establishing and enforcing certification standards for law enforcement officers.
- Certifying and periodically re-certifying 36 regional and local law enforcement training academies.
- Establishing and enforcing entry-level and in-service training standards for law enforcement officers, jailors, courtroom security officers, process servers, correctional officers, dispatchers, and criminal justice training instructors.
- Staffing the Virginia Law Enforcement Professional Standards Commission, a collaborative effort of DCJS and the Virginia Sheriffs' Association and Virginia Association of Chiefs of Police.
- Establishing and enforcing minimum employment and training standards for school and campus security officers.
- Conducting the Virginia School Safety Audit Program, including the annual School Safety Survey, the High School Safety Study, and Crisis Management Plan Certification.
- Certifying Virginia's "Certified Crime Prevention Communities."
- Oversight of local Court Appointed Special Advocate (CASA) programs.
- Establishing requirements governing the storage and dissemination of criminal history information and auditing local agencies to assure their compliance.

DCJS is involved in all the aspects of registration, certification and licensure of companies and individuals in the private security services industry. This includes Bail Bondsman, Bail Enforcement Agents, Locksmiths, Compliance Agents and Special Conservators of the Peace. It also includes regulation of schools that provide training in these fields. DCJS processes applications for registration, certification and licensure; ensures that businesses and individuals meet the Code and Regulation requirements; and issues authorizations.

Regulatory activities focused on private activities include:

- Processing more than 90,000 applications from private security individuals, business and schools in the private security industry.
- Receiving more than 90,000 telephone calls from businesses and individuals seeking information about the private security industry and regulations.

Regulation, Certification and Accreditation *(continued)*

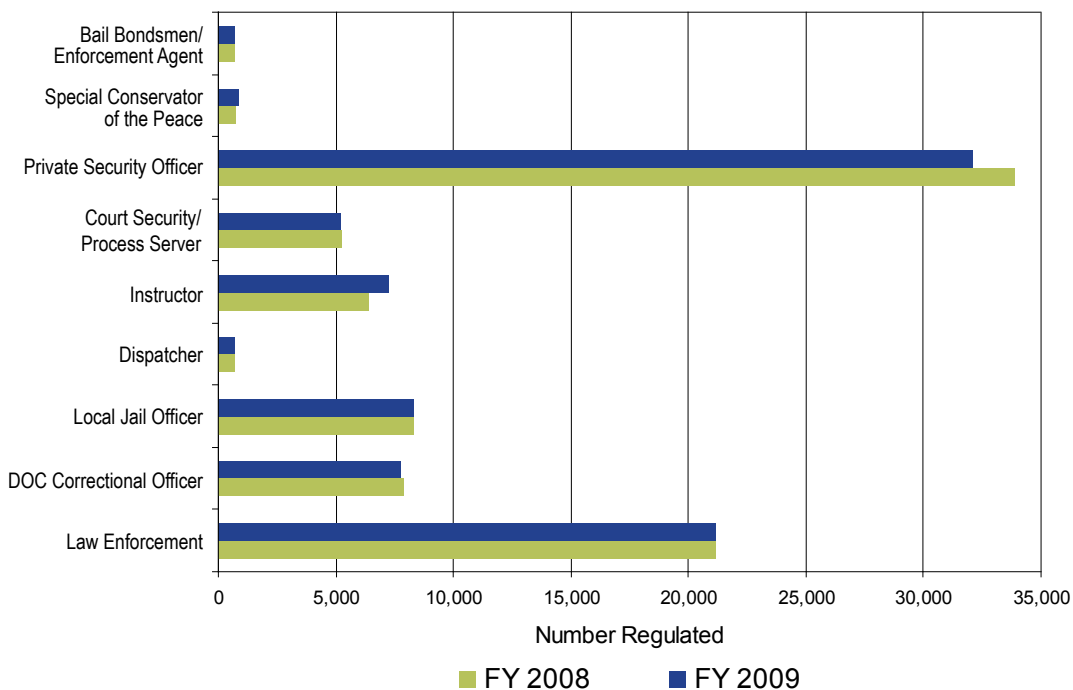
- Conducting more than 33,000 fingerprint-based criminal history record checks on private security personnel applicants.
- Investigating nearly 600 complaints involving unlicensed activity, criminal activity, unprofessional conduct and other issues concerning businesses and individuals.

Many of these functions are automated, and businesses and individuals can request information, register and update information on-line using the DCJS website.

DCJS and other public safety agencies are also working on a statewide initiative to explore collaborative partnerships between private security entities and public safety agencies to improve preparedness for occurrences such as terrorism or natural disasters.

The chart below indicates the numbers of private and public individuals regulated by DCJS in FY 2008 and FY 2009.

**Total Criminal Justice/Public Safety Personnel Regulated by DCJS
As of FY 2008 and FY 2009**



INFORMATION:

Regulations, Certification and Accreditation Activities

For further information about DCJS's regulation, certification and accreditation activities, or to provide comments about the content of this section of the report, contact Leon Baker, Director of the Office of Regulatory Affairs, at leon.baker@dcjs.virginia.gov or at 804-225-4086.



Virginia Department of Criminal Justice Services
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October 1, 2009